



COMMUNITY DEVELOPMENT COMMISSION

County of Los Angeles

2 Coral Circle • Monterey Park, CA 91755

323.890.7001 • www.lacdc.org

Gloria Molina
Yvonne Brathwaite Burke
Zev Yaroslavsky
Don Knabe
Michael D. Antonovich
Commissioners

Carlos Jackson

Executive Director

September 23, 2003

Honorable Board of Commissioners
Community Development Commission
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Commissioners:

**PUBLIC HEARING ON REDEVELOPMENT PLAN AND AMENDED
IMPLEMENTATION PLAN FOR THE WEST ALTADENA COMMUNITY
REDEVELOPMENT PROJECT AREA (5)
(3 Vote)**

**IT IS RECOMMENDED THAT THE BOARD OF COMMISSIONERS OF THE
COMMUNITY DEVELOPMENT COMMISSION:**

1. Hear public testimony on the Redevelopment Plan and Amended Five-Year Implementation Plan for the West Altadena Community Redevelopment Project Area (Project Area), as authorized under Section 33490 of the California Health and Safety Code (the Code), to evaluate progress of redevelopment activities contained in the Redevelopment Plan and to approve the inclusion of updated project information in the Amended Five-Year Implementation Plan.
2. At the conclusion of the public hearing, adopt the Amended Five-Year Implementation Plan, and refer public testimony regarding the Redevelopment Plan and the Amended Five-Year Plan to the Executive Director of the Community Development Commission for future consideration.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION:

The purpose of the hearing is to receive testimony on the Redevelopment Plan to evaluate the progress of redevelopment activities in the Project Area. It is also for the purpose of hearing public testimony on the Amended Five-Year Implementation Plan that incorporates recent information on projects and programs within the Project Area.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS:

The Redevelopment Plan for the Project Area was adopted in 1986 by your Board to establish generally formulated redevelopment programs and activities. It includes long-range strategies to promote economic well-being, alleviate blight and provide affordable housing within the targeted community.

In 1999, your Board adopted a Five-Year Implementation Plan for the Project Area. This document contains the following: specific goals and objectives; specific programs; potential projects; estimated expenditures; activities to eliminate blight; and plans to increase, improve and preserve low- and moderate-income housing.

Pursuant to the Code, redevelopment agencies at least once within the term of the Five-Year Implementation Plan, are required to conduct a public hearing to hear testimony on the Redevelopment Plan and corresponding Five-Year Implementation Plan, and to evaluate the progress of redevelopment activities. The public hearing provides the opportunity to hear testimony on the Redevelopment Plan that will be referred to the Executive Director of the Community Development Commission to consider for future implementation.

The Code also permits amendment of the Five-Year Implementation Plan. The attached document revises the original plan to include projects and programs that were adopted after approval of the initial Five-Year Implementation Plan, including: a description of development proposals for the Lincoln Avenue and Windsor/Woodbury areas; information on the housing rehabilitation program in West Altadena; and information on the West Altadena Project Area Committee and other community outreach efforts. The West Altadena Project Area Committee has reviewed and approved the Amended Five-Year Implementation Plan. Testimony heard at this public hearing will also be referred to the Executive Director for future consideration.

Pursuant to Section 33490(d) of the Code, notice of the public hearing was posted in four different locations within the Project Area for a period of three

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weeks, and published once a week for three successive weeks in a newspaper serving the Project Area. Publication and posting is to be completed 10 days prior to the date set for the hearing.

ENVIRONMENTAL DOCUMENTATION:

The programs, projects, or expenditures included in this Implementation Plan will be subject to environmental review pursuant to the California Environmental Quality Act prior to the approval of the program, project, or expenditure.

IMPACT ON CURRENT PROGRAM:

The public hearing will provide an opportunity for citizen input, as required by the State of California Health and Safety Code.

Respectfully submitted,

CARLOS JACKSON
Executive Director

I. INTRODUCTION TO AMENDED IMPLEMENTATION PLAN

This Five-Year Implementation Plan was originally adopted in 1999. It has been amended to more accurately reflect the current status of the West Altadena Community Redevelopment Project. The West Altadena Project Area Committee (PAC) endorsed this amended Implementation Plan on June 23, 2003. The following are the major changes made in the amendment to the Implementation Plan:

- **Community Outreach**

The Los Angeles County Board of Supervisors adopted rules for formation of a new Project Area Committee (PAC) on February 22, 2000. The elected PAC serves as an advisory body to the Community Development Commission on redevelopment issues in the West Altadena Project Area (Project Area). In addition, the Commission conducted three Town Hall 'Visioning' meetings on June 14th, 28th, and August 18th, 2001. The meetings resulted in the production of a document entitled 'Emerging Planning and Design Principles and Guidelines' to guide future development in the Project Area.

- **Project Information**

Subsequent to the adoption of the previous Implementation Plan, developers have been selected for two major developments in the Project Area. New information about the large scale Lincoln Avenue commercial/residential development and the Windsor/Woodbury business park project have been included in this Implementation Plan.

- **Affordable Housing**

Information on the Commission's program to rehabilitate the homes of low- and moderate- income residents within the project area has now been included.

II. PURPOSE OF THIS IMPLEMENTATION PLAN, REDEVELOPMENT ACTIVITIES, AND THE ROLE OF THE COMMUNITY DEVELOPMENT COMMISSION OF THE COUNTY OF LOS ANGELES

This Implementation Plan has been prepared to comply with Section 33490 of the California Community Redevelopment Law which requires that California redevelopment agencies¹ adopt five-year implementation plans that state the goals and objectives for redevelopment within established redevelopment project areas, show how proposed projects, programs and expenditures will alleviate blight, and show how the redevelopment requirements for low- and moderate-income housing will be met. This Implementation Plan may be amended at any time after a public hearing.

¹ The Community Development Commission of the County of Los Angeles acts as the redevelopment agency for redevelopment activities within the unincorporated territory of the County.

The Board of Supervisors of the County of Los Angeles, as the legislative body approving redevelopment plans for project areas in unincorporated areas of the County, adopted the West Altadena Redevelopment Plan (Redevelopment Plan) for the Project Area on August 12, 1986. The Project Area generally coincides with the two main commercial corridors, Lincoln Avenue and Woodbury Road in a substantially built-out, business district with few residential parcels. See Exhibit A for a map of the Project Area.

The Community Development Commission of the County of Los Angeles (Commission) is the governmental entity responsible for carrying out redevelopment activities until the expiration of the Redevelopment Plan in 2026. Redevelopment activities authorized by the Redevelopment Plan in accordance with California Community Redevelopment Law include; working with the community to formulate goals, objectives, programs, and plans for future improvements; assembling land; clearing land for new development; relocating residents and businesses that are displaced by Commission actions; rehabilitating buildings; installing or upgrading public infrastructure and facilities; constructing and rehabilitating low- and moderate-income housing; selling or leasing land; and entering into agreements with property owners or developers to redevelop specific properties.

Two of the major tools of redevelopment agencies are the power to acquire property by eminent domain as a last resort for redevelopment, and the ability to reserve tax increment for reuse in the Project Area for commercial, industrial and public facilities development and for affordable housing. To date, the power of eminent domain has not been used within the Project Area. Currently, the Commission's ability to acquire property through eminent domain expires in 2010.

Tax increment is generated when the property tax collected within the Project Area increases due to improvements in the Project Area. Although the Commission's ability to receive tax increment revenues is vital to carrying out projects and programs, the limited amount of tax increment generated within the 80 acre West Altadena Project Area causes the Commission to rely on other sources of revenue to fund activities in the Project Area.

The community participation process and this Implementation Plan will guide redevelopment activities for the remaining life of the Redevelopment Plan to assure that priorities are met and that revitalization is achieved. This Implementation Plan is only part of the Commission's planning efforts. Other planning activities involve the Consolidated Plan (a federal requirement), the CDBG annual budget, community design guidelines and standards, and land use planning.

A draft version of this Implementation Plan was presented to a community meeting in the West Altadena Project Area in October of 1999 to receive public input. The West Altadena Project Area Committee approved an amendment to this Implementation Plan on June 23, 2003.

III. ACCOMPLISHMENTS WITHIN THE WEST ALTADENA REDEVELOPMENT PROJECT AREA

The Commission assisted with expedited permit processing for the development of a Jack-in-the-Box restaurant which added 38 new jobs to the community and a McDonald's restaurant which generated 48 jobs.

In June of 1988, the Commission established a Community Standards District (CSD) that sets higher standards for new developments and substantially rehabilitated properties within the Project Area. In compliance with the Project Area CSD, the two newly developed fast-food restaurants increased street lighting, provided streetside landscaping and improved sidewalks and retaining walls in and around their respective developments.

The Commission coordinated the establishment of a State Enterprise Zone that encompasses the West Altadena Redevelopment Project Area. Enterprise Zone designation provides State tax and various local incentives to businesses locating within the Zone. The Commission has provided a number of workshops to explain the tax incentives and County programs to businesses in the Project Area.

The Commission invested over \$5 million to establish a small business incubator, the Business Technology Center (BTC), within the Project Area. Currently, tenants of the BTC have 84 full-time employees.

The Commission negotiated a development agreement to bring a supermarket to West Altadena, and began site assembly. However the developer, a local supermarket, was bought by a larger supermarket chain, which subsequently elected not to proceed with the project. By November 1999, 70% of the 5.3 acre site was purchased by the Commission. Assembly of the site was accomplished using tax increment and CDBG funds, as well as a HUD Section 108 loan.

On February 22, 2000, the Board of Supervisors adopted procedures for election of the West Altadena Project Area Committee (WAPAC). The WAPAC has 13 elected positions representing residential owner-occupants, residential tenants, business owners, and community organizations. The WAPAC serves as an advisory body to the Commission and is the primary forum for expressing community recommendations and opinions on redevelopment activities in the Project Area.

The WAPAC requested that Town Hall meetings be held for a "community visioning" process to develop design principles for future development. Three Town Hall meetings took place on July 14, July 28, and August 18, 2001. The Town Hall meetings concluded that the West Altadena community did not want so-called "big box" developments in the Project Area, and that a supermarket was still strongly desired.

The Commission received a development proposal for a retail project encompassing 10 acres at the southwest and southeast corners of the

intersection of Windsor Avenue and Woodbury Road. In accordance with the Commission's Owner Participation Rules, affected property owners were informed of their right to submit competing proposals. The development proposal selected by the WAPAC is discussed in Section IV, 'Proposed Projects, Programs and Expenditures Within the Next Five Years'.

A new request for proposals was released in May 2002 for the development of the Lincoln Avenue commercial corridor. This is further discussed in Section IV.

Only two small sections of the Project Area allow for residential uses and both are completely developed. Currently, requirements for the construction of affordable housing have been met by developing units outside of the Project Area boundaries and by rehabilitating existing housing stock. In this regard, a 24-unit senior low- and moderate-income housing project financed in part with West Altadena tax increment set-aside funds was completed in Altadena (east of the project area) and the Commission plans to rehabilitate 13 homes of low and moderate-income persons within the project area. Future redevelopment planned for Lincoln Avenue is to include an affordable housing component.

IV. GOALS AND OBJECTIVES FOR THE WEST ALTADENA REDEVELOPMENT PROJECT

The following goals and objectives are based on those contained in the original 1986 Redevelopment Plan:

Control unplanned growth by guiding new development to meet the needs of the community as reflected in the Redevelopment Plan.

Retain by means of redevelopment and rehabilitation as many existing businesses as possible.

Remove impediments of land assembly and development through the acquisition and re-parcelization of land into reasonably sized and shaped parcels served by an improved street system and improved public facilities.

Improve environmental deficiencies.

Encourage the cooperation and participation of owners, businesspersons, and public agencies in the revitalization of the area.

Eliminate and prevent the spread of blight and deterioration and to conserve, rehabilitate, and redevelop the Project Area in accordance with the Redevelopment Plan.

Achieve an environment reflecting a high level of concern for architectural, landscape and urban design principles appropriate to the objectives of the Redevelopment Plan.

Promote the economic well-being of the Project Area by encouraging the diversification of its commercial base and of employment opportunities.

Provide opportunities for business park firms to locate their operations in an attractive, safe and economically sound environment in accordance with the Redevelopment Plan.

Make provision for a pedestrian and vehicular circulation system which is coordinated with land uses and densities and adequate to accommodate traffic.

Improve the visual environment of the community, and in particular to strengthen and enhance its image and identity.

Develop safeguards against noise and pollution.

Promote the development of local job opportunities.

Coordinate the revitalization efforts in the Project Area with other public economic development programs in the County.

Provide for opportunities for minority business enterprises to remain, expand, and participate in the redevelopment of the Project Area.

V. PROPOSED PROJECTS, PROGRAMS AND EXPENDITURES WITHIN THE NEXT FIVE YEARS

This Implementation Plan and the projects listed below are designed to alleviate physical and economic blight by establishing a comprehensive redevelopment strategy as a catalyst for community development within the Project Area. The implementation projects and programs are not intended in any way to pre-approve or limit projects or activities the Commission may seek to finance or carry out during the term of the Redevelopment Plan.

The completion of these planned projects and programs is contingent on the ability of the Commission to securing adequate funding for redevelopment efforts. The Commission's major funding source, CDBG, is allocated by the Federal government on an annual basis, and is not certain for subsequent years, let alone for a five-year horizon. Additionally, the Commission's secondary source of revenues, tax increment, is allocated to the Commission annually based on the amount of increase in the property tax, and is also difficult to project for the five-year period. Therefore, the estimates included in this Implementation Plan in no way bind the Commission and are listed for planning purposes only.

Although the Commission will continue its programs to develop affordable housing and provide for residential rehabilitation, the focus of its efforts within the next five years will be on continuing business attraction and retention programs and projects that are consistent with expressed community goals. Housing projects are detailed in Section VII.

A. Lincoln Avenue Commercial and Residential Development

In response to a Request for Proposals for Lincoln Avenue that was issued in May of 2002, the Commission received eight development proposals. After a thorough, public selection process, the WAPAC recommended that the Commission enter into an exclusive right to negotiate with Northwest Pasadena LLC and West Altadena Development Corporation LLC (developer).

The recommended proposal is a four phase development. Phase I includes a 32,000 square foot (s.f.) grocery store, 28,800 s.f. of retail, 12,000 s.f. of office space, and approximately 2.69 acres for 40 "for sale" residential single family units. Phase II of the development consists of 50,000 s.f. of retail/office space and a 15,000 s.f. theater. Phase III proposes a 5,000 s.f. service station/car wash, 27 residential units, and a 6,000 s.f. restaurant. Phase IV includes 44,000 s.f. of additional retail, 14,000 s.f. of additional office space, a 6,000 s.f. restaurant, and an additional 30 single-family housing units. Development costs for Phase I are currently estimated at \$8.7 million.

B. Windsor/Woodbury

Following an owner participation process between an outside developer and three property owners, on March 25, 2002, the WAPAC recommended that the Commission enter into an exclusive right to negotiate with Follis-Clifford Altadena, LLC to develop a light industrial office park on approximately 3 acres. In November 2002, the Commission entered into an agreement to negotiate exclusively with the developer for the Windsor/Woodbury project site. Development costs are currently estimated at \$6.5 million.

C. Public Improvements/Code Enforcement

Installation of certain public improvements on Lincoln Avenue which will consist of restriping the street, landscaping, lighting, alley improvements and signage. These improvements will enhance the retail businesses and mitigate substandard traffic circulation through restriction of on-street parking. The estimated cost is \$650,000 over the next five years.

D. Business Technology Center

Provide financial assistance for the operation of the Business Technology Center (BTC). The BTC is a Commission-owned and operated facility for small businesses developing applications in high technology. The total operating subsidy of the BTC from 1999 to 2004 is approximately \$532,000, none of which is redevelopment project area funds.

E. Technical Support

Provide technical assistance to businesses seeking to assemble sites for new development in the Project Area and facilitate owner participation activities for new commercial development. Assistance will also be provided to the PAC in the form of office and meeting space at the BTC, as well as administrative support from the Commission. Costs are unknown at this time.

F. Code Enforcement

Continued support for proactive zoning and building code enforcement within the Project Area at an estimated cost of \$150,000 over the next five years.

VI. HOW THE COMMISSION'S GOALS AND OBJECTIVES, PROJECTS, PROGRAMS AND EXPENDITURES WILL ALLEVIATE BLIGHTING CONDITIONS

The Project Area is comprised of 80 acres in the western portion of Altadena situated between the communities of La Canada-Flintridge, Pasadena, and the eastern portion of Altadena (Map 1). The Project Area encompasses portions of the Lincoln Avenue commercial corridor between Figueroa Street and Woodbury Road, and the Woodbury Road commercial corridor between Lincoln Avenue and Windsor Avenue. Combined, these two corridors comprise the major commercial corridors in West Altadena. Lincoln Avenue is the primary neighborhood retail corridor. Woodbury Road represents a mix of commercial, light industrial, public and residential uses.

The Commission's goals and objectives, projects and programs, and expenditures are to continue area improvements that are consistent with the Redevelopment Plan and expressed WAPAC and community objectives, as well as to prevent the continuation or recurrence of blight. The focus of the projects and programs will be on revitalization of the commercial corridors, the attraction of a supermarket to the Project Area, and the creation of employment and entrepreneurial opportunities.

The Commission's land assembly program will help to create sites large enough to attract commercial and business park development leading to increased employment opportunities. Land assembly will also create sites that are large enough to attract private investment and new development and reduce incompatible land uses. Proposed public improvement projects, programs, and expenditures will address the blighting influences of inadequate parking, poor street lighting, and deteriorated sidewalks.

VII. THE COMMISSION'S REDEVELOPMENT LOW- AND MODERATE-INCOME HOUSING COMPLIANCE

Beyond the requirements of the Commission to comply with Federal funding, the Commission must comply with the California Community Redevelopment Law for preservation and enhancement of the community's supply of low- and moderate-income housing as it relates to each of the established project areas.

The Implementation Plan must explain how the goals and objectives, projects and expenditures will implement the requirements of Sections 33334.2, 33334.4, 33334.6 and 33413 of the Community Redevelopment Law. These sections relate to the Commission's requirement to: 1) set aside 20 percent of the Project Area's tax increment revenues to increase, improve and preserve the community's supply of low- and moderate-income housing [33334.2, 33334.4, and 33334.6]; 2) assure that certain portions of new housing units developed with assistance by the Commission be provided to very low-, low- and moderate-income persons [333413]; and 3) provide for the replacement of housing units that are removed from the low- and moderate-income housing stock through the Commission's activities [33413].

The following goals and objectives will guide the implementation of Project Area activities to meet applicable affordable housing requirements:

1. Return Project Area land to economic use and new construction;
2. Provide a substantial number of housing units for families with low-to moderate-incomes;
3. Provide low-interest rehabilitation loans and grants for residential properties; and,
4. Develop affordable replacement housing within four (4) years of demolition from housing stock.

The following are projects and expenditures planned by the Commission for the Project Area in the five-year period covered by this Implementation Plan that will implement activities to meet applicable affordable housing requirements:

1. Rehabilitation of residential structures that do not meet current housing codes. The Commission plans to spend approximately \$530,000 over the 5 year period to assist in the substantial rehabilitation of approximately thirteen housing units that will be restricted to low- and moderate-income families.

These goals and objectives, projects and expenditures will implement the affordable housing requirements of Sections 33334.2, 33334.4, 33334.6 and 33413 of the California Community Redevelopment Law as follows:

1. Increase, Improve and Expand the Supply of Low- and Moderate-Income Housing [Sections 33334.2 and 33334.6]. The housing to be developed and rehabilitated as described above will utilize approximately \$530,000 in West Altadena '20% tax increment' to increase, improve and expand the community's supply of low- and moderate-income housing over the next five years. California's Community Redevelopment Law requires that an amount equal to 20% of tax increment generated by a project area must be set aside for the specific purpose of increasing or improving the community's supply of very low-, low- and moderate-income housing. As the amount of tax increment available from the Project Area is generally only \$180,000 per year, the amount of tax increment to be set aside is approximately \$36,000 per year. All housing described above, which will be financed by the set aside funds, will be subject to the income and affordability requirements of the law, and subject to recorded covenants evidencing such as very low-, or low- and moderate-income and affordability restrictions for the longest feasible time, but not less than the period required by State law and the Commission's policy. Amounts available in the West Altadena Community Housing Trust Fund will be spent outside the Project Area but within the West Altadena community.
2. Proportion of Very Low-, Low- and Moderate-Income Housing [Section 33334.4]. The Commission's plan is that the housing units to be developed or rehabilitated will be affordable to very low-, low- or moderate-income households in the following proportions: At least forty percent (40%) very low-income; not more than fifteen percent (15%) moderate income; and any remainder very low- and low- income. The proportion of very low- and low-income units exceeds the respective unmet need for affordable housing for those groups in the County of Los Angeles. Therefore, expenditures to assist housing for persons of low- and very low-income will be in at least the same proportion as the total number of housing units needed for those income groups which are not being provided by other governmental programs within the West Altadena community.
3. Estimate of Housing Production Figures and Use of Low- and Moderate-Income Housing Fund [Section 33490 (a)]. The current estimated housing production figures and proposed uses of the West Altadena Community Housing Trust Funds are attached as Tables I and II.
4. Replacement Housing [Section 33413 (a)]. The West Altadena Redevelopment Plan was adopted subsequent to January 1, 1976, the effective date of Section 33413. Therefore, the replacement housing provisions of Section 33413 (a) apply to the West Altadena Redevelopment Project, pursuant to which, the Commission is required to replace all dwelling units housing persons and families of low- or moderate-income destroyed or removed as part of a

written agreement executed by the Commission within four (4) years following such destruction or removal. The removal or destruction of any low- or moderate-income housing during the next five years will be subject to the approval of a housing relocation plan.

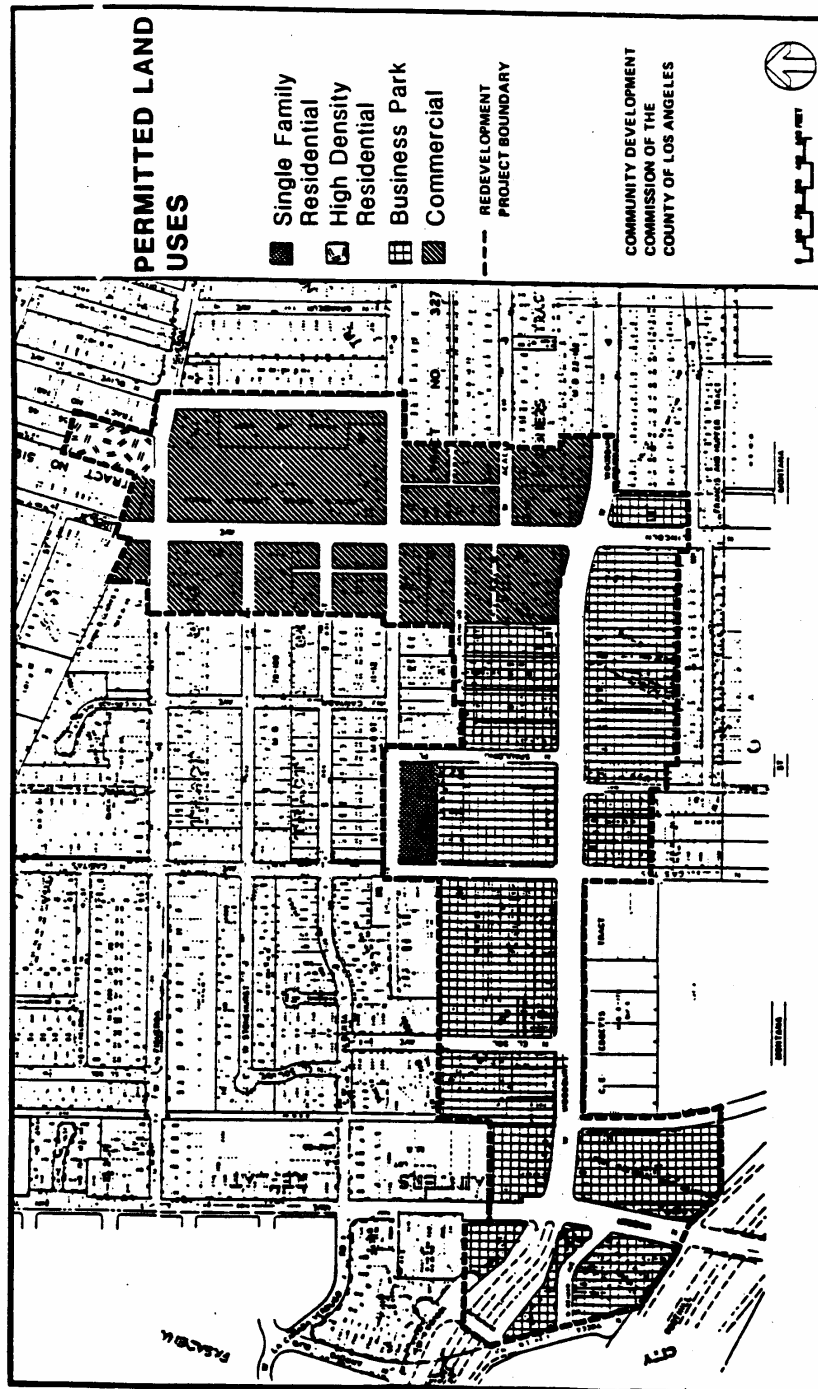
5. Inclusionary Housing [Section 33413 (b)]. In addition to the replacement housing requirements set forth above in Section 4, the West Altadena Redevelopment Plan is also subject to the inclusionary housing requirements of 33413(b), pursuant to which, at least thirty percent (30%) of all new or substantially rehabilitated dwelling units developed by the Commission and at least fifteen percent (15%) non-Commission developed dwelling units within the Project Area must be made available to persons and families of low- to moderate-income at affordable housing costs. Moreover, not less than fifty percent (50%) of the dwelling units developed for low- to moderate-income persons or families by the Commission and forty percent (40%) of the non-Commission developed units for low- to moderate-income persons or families must also be made available and occupied by very low-income households. Compliance with all inclusionary housing requirements, to the extent applicable, is contemplated by the Commission with respect to all housing developments as set forth in its Inclusionary Housing Compliance Plan for the Project Area.

Table I
Annual Housing Program
Section 33490 (a) (2)

HOUSING PRODUCTION	2000	2001	2002	2003	2004
Housing Units To be developed	0	0	0	0	0
Housing Units To be substantially Rehabilitated	0	0	0	0	13
Housing Units to be Price Restricted (through acquisition of price restriction covenants for existing housing)	0	0	0	0	0
Housing Units to be Otherwise Assisted By the Commission	0	0	0	0	0
Housing Units to be Destroyed as result of Redevelopment	0	0	0	0	0

Table II
Annual Housing Program
Section 33490 (a) (2)

Low- and Moderate- Income Housing Fund	1999- 2000	2000- 2001	2001- 2002	2002- 2003	2003- 2004
Annual Deposits (20% Tax Increment deposits)	\$46,280	\$47,809	\$49,369	\$50,961	\$52,584
Funds to be spent or Committed annually to pay debt service on bonds used for affordable housing	0	0	0	0	0
Funds to be transferred to housing authority or another public entity	0	0	0	0	0



**REDEVELOPMENT PLAN MAP
LOS ANGELES COUNTY WEST ALTADENA COMMUNITY REDEVELOPMENT PROJECT**

IMPLEMENTATION PLAN
FOR THE
WEST ALTADENA REDEVELOPMENT PROJECT

2000-2004

**Adopted by the
Community Development Commission
of the County of Los Angeles
on December 21, 1999**

Amended September 23, 2003

FIVE-YEAR IMPLEMENTATION PLAN
FOR THE
WEST ALTADENA REDEVELOPMENT PROJECT
2000-2004

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EXHIBIT A: PROJECT AREA MAP